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ABSTRACT

This guide to the use of PAK materials is the first of the five-part Comprehensive Community-Based Services for Offenders Information PAK that provides guidelines for developing a system to improve ex-offender service delivery. (Parts 2 and 3, which also contain printed information, are available separately.) The first section discusses the need for these materials both in America generally and in Columbus-Franklin County, Ohio, specifically. The other four parts of the PAK are described, and suggestions are made for use of the PAK resources in existing programs, for informational purposes, and in discussion/planning groups especially convened. Brief summaries are then presented of the other four parts of the PAK: (1) In and From Our Community: Columbus-Franklin County, Ohio, a paper describing offenders and their needs; (2) A System for Delivering Comprehensive Services to Offenders, paper describing the suggested system and its component services; (3) Branded, a videotape describing America's criminal justice system; and (4) Thoughts and Challenges, audiotapes with talks by leading criminal justice authorities on the challenge of serving offenders. (MLB)

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COMPREHENSIVE COMMUNITY-BASED SERVICES
FOR OFFENDERS
INFORMATION PAK

PART 1

HOW TO USE THE
COMPREHENSIVE COMMUNITY-BASED
SERVICES FOR OFFENDERS INFORMATION

by

Paul E. Schroeder

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a joint venture of the

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FOREWORD

No one can argue about the need for appropriate authorities to take action to address the problem of reducing crime and recidivism within our community. This project was designed to focus attention on the problem by developing a comprehensive service delivery system for ex-offenders. The materials contained in the "PAK" provide guidelines that can be used successfully in developing a comprehensive system to improve ex-offender service delivery. The success of this system lies not in words or publications but in the ability of people to do what is necessary to assist the ex-offender in becoming gainfully employed, well adjusted, contributing citizens.

This PAK of materials consists of five parts:

- Part 1. How to Use the Comprehensive Community-Based Services for Offenders Information PAK
- Part 2. Offenders in and from Our Community: Columbus-Franklin County, Ohio
- Part 3. A System for Delivering Comprehensive Services for Offenders
- Part 4. Videotape entitled BRANDED from the Department of Labor
- Part 5. Audiotapes - Thoughts and Challenges

The authorities within the Columbus-Franklin County Department of Community Services are to be commended for their

insights in providing resources to address such an important problem. I wish to express my personal gratitude to Ms: Odella Welch, Dr. Michael Hock, Mr. Greg Ide, and other members of the staff of the Department of Community Services for their support and cooperation in completing project activities. I also wish to express my sincere appreciation to the people who attended the three Community Awareness Workshops. The insights and suggestions they provided were very beneficial to the planning grant.

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I express my gratitude to Roseann Pavlick and Barbara Cherry for their assistance in typing these reports, and to Janet Kiplinger and her staff in editing the final draft.

This report is disseminated with the expectation that its contents will apprise the reader of the seriousness of the problem regarding ex-offenders and that appropriate officials can take the necessary action to begin to address the problem in a realistic and systematic fashion.

Robert E. Taylor
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The National Center for Research in
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COMPREHENSIVE COMMUNITY-BASED SERVICES FOR OFFENDERS
INFORMATION PAK: WHY?

Approximately five hundred thousand individuals--depressed, angry, and confused men and women, without marketable job skills, positive work histories, or adequate levels of achievement, but with poor self-images and low personal motivation and achievement expectations--are incarcerated in America's 912 state correctional facilities, 40 federal institutions, 9 federal community treatment centers, and 4,000 jails. Six percent of these people are in the federal prison system, 60 percent in state prisons, and the remaining 34 percent in jails.

Over 95 percent of all those people who are incarcerated will eventually be freed to return to society--one hundred fifty thousand inmates are released each year!

In the Columbus and Franklin County area, from twenty-five hundred to four thousand offenders return to the community each year.

The typical male inmate is: twenty-five years old; likely to have completed no more than ten grades in school, but functions two to three grade levels below the highest grade level completed; likely to be poor, having earned less than \$1,000 in the year prior to arrest; and likely to have learning difficulties.

The typical female offender (only about 4 percent of the inmate population is women) is: under thirty; a single mother with two or more children, and likely to have physical health, mental health, drug, and/or alcohol problems. The female offender, like her male counter part, has little education, work experience, or marketable job skills.

The yearly cost of confining these individuals averages \$13,000 per adult inmate and \$40,000 per juvenile ward. The total cost to America's taxpayer is well in excess of SIX BILLION DOLLARS for the total incarcerated population.

America's "correctional" institutions are overflowing. Thirty-nine states and territories are under court decrees and/or involved in pending litigation revolving around overcrowding and a variety of other conditions, including lack of vocational/academic programs and counseling that are thought by some to violate the constitutional rights of the incarcerated.

Anywhere from 30 to 80 percent of those who are incarcerated will return to the prisons and jails because of further involvement in crime.

Rehabilitation efforts to help offenders learn about themselves, gain marketable job skills, and learn about how to live in society are legitimate objectives to be achieved by the criminal justice system and the community as a whole. Should it not be an objective of the system and community, perhaps the major objective, to offer offenders (or mandate their participation in) opportunities to broaden their perspectives and

improve their abilities to find and hold jobs and survive in society in an acceptable manner? Should not the focus of working with offenders be on easing the transition from freedom to prison and prison to freedom, and on making the days of incarceration productive so offenders can genuinely make a commitment to change, turn their backs on crime, and prepare to take their rightful role as productive citizens?

The issues of serving the human/social needs of individuals who have violated the laws, mores, and ethics of society are ones that need to be addressed by every community. They are issues fraught with deep personal emotions and philosophies. Yet, they are issues that cannot go long unresolved.

These issues and others concerning the criminal justice system in general are related to the lives and well-being of each and every citizen in all communities throughout the United States. The problems of determining what to do with offenders are not insurmountable, however. They can be effectively addressed by programs initiated within the community. The problems caused by the offender are solvable to the extent that citizens and professionals alike can be brought together to discuss the problems, understand their magnitude, and cooperate to solve them.

It is hoped that the PAK materials will be used as vehicles to create forums for informed community discussion about these issues. In such forums, citizens can review their common concerns and hopes for alleviating problems. They can also be

encouraged through the forums to create and implement programs that will help solve those common problems.

The PAK materials are designed to stimulate thinking about how this community, Columbus-Franklin County, Ohio, can develop a systematized and coordinated means of providing the variety of services offenders need to help them cope with their problems. The particular intent is to help offenders discover that they can live productive and satisfying lives without involvement in crime of any nature or magnitude.

There are human, financial, and physical resources in the community to meet offenders' needs regardless of where they are in the justice system. There is also the will in the community to make it a better place to live for all. This will to create a whole community one can be proud of and overcome feelings, territorial and turfsmanship rights. It can provide an atmosphere where all agencies, organizations, government levels, and individuals realize the need to share cooperatively in the responsibilities to fulfill expectations and desires of humans, whomever they are, because they are all part of one community.

"It may be that there is a new day coming for those who get into trouble with the law and must serve time in one of our institutions."¹ The PAK materials are dedicated to that day when individual, organizations, agencies, civic groups--the

1. Richard B. Ogilvie, In the forward to The Man Who Keeps Going to Jail by John R. Erwin as told to Dell Coats Erwin. (Elgin, IL: David C. Cook Publishing Co., 1978).

community as a whole--recognize the needs and problems of offenders and apply their knowledge, understanding, and compassion to meet those needs.

It is hoped that the PAK materials keep those who read them mindful of the thought:

Be as mindful of prisoners as if you were
sharing their imprisonment,
And of the ill-treated as of yourselves,
For you may yet suffer as they do.

Hebrews 13:3, New American Bible

THE PAK PAPERS, VIDEOTAPE, AND AUDIOTAPE: WHAT ARE THEY?

There are four parts to the PAK materials. Each part focuses on an area of information that is presented in a format meant to stimulate discussion of the topics. The four parts address the following areas:

- o Who are the offenders; what is the criminal justice system they have been through; what are their needs for "services"; and what barriers to "successful living" do they encounter within the criminal justice system and in society upon their return.
- o What types of services should be offered in the Columbus-Franklin County, Ohio, community to help offenders become successful and accepted members of society.
- o What do experts in the criminal justice field believe about offenders and the need to help them become productive and self-satisfied citizens.

Taken together, these areas of discussion and information indicate the need for positive community action to resolve the major issue of treatment of criminals--an issue that faces each community in America.

Each PAK paper objectively reviews the various facets and points of view concerning the issues. Specific facts are cited, and examples of successful problem-solving projects that have been implemented in communities across the nation are described. A bibliography of publications discussing various facets of the

issues is provided, as well as a list of "contact" people and organizations dealing with offender problems and services.

SUGGESTED WAYS TO MAKE USE OF THE PAK

The papers and video/audio tapes in the PAK are resources you can utilize in various manners most appropriate to your community as a whole or its special interest groups.

The PAK materials can contribute to the ongoing offender services of existing organizations, or they can be instrumental in helping focus the discussion of a new group. They suggest approaches to meeting offender needs in ways that are successful and avoid pitfalls of addressing community concern for crime, offenders, and the community response to the needs of offenders.

The PAK materials have been purposely designed to avoid a rigidly structured and prescriptive programmatic approach. They are intended to be widely applicable and easily adapted to many different uses. The PAK materials highlight the urgent need to address the variety of human/social services offenders require. They also lay out the components of a comprehensive and coordinated services delivery system. These components can be integrated incrementally or all together.

Some of the most likely uses for the PAK materials are the following:

A. In Existing Programs

The PAK materials can be incorporated into the ongoing program of CETA, NAB, Alvis House, Traynor House, APA, BVR, or

other offender service organizations. Other human service agencies, churches, educational institutions, government bodies, or special interest groups can also utilize the PAK materials. The materials can be a resource upon which an existing discussion group could draw. Or the materials can form the basis of a special series of discussions within an organization or group.

B. For Informational Purposes

PAK materials can be used together or separately by individuals interested in offenders for their own personal information or reference. A library may wish to acquire the materials for reference purposes. The information in the materials may be adapted into a totally new format, or incorporated into another work by an organization, group, or individual.

C. In Discussion/Planning Groups Especially Convened

Materials in the PAK may be used as the basis for an ad hoc discussion group of concerned citizens or a named panel of experts and laity charged with investigating the problems of offenders. The materials can be used as a set, in any combination, or adapted to the needs of the discussion/planning groups.

A brief checklist of steps to consider in creating a discussion/planning group is as follows:

1. Identify Potential Participants

Who in our community of Columbus-Franklin County is

interested in offenders and the problems they encounter while incarcerated and after release? Involve the appropriate organizations and individuals to represent the public (government) sector, local institutions (YMCA/YWCA, churches, schools and universities, civic clubs, and other groups), the business/industry/labor community, the media, and special interest citizens groups. Invite prominent individuals who are known to favor addressing the problems of offenders

2. Plan Your Approach

Personal contact is the key to success of any new discussion/planning group. Select a small number of people, about five to ten, who can begin the process of stimulating community interest in the problems of offenders and the problems the community has in serving offenders. Through personal contact, organizational meetings, publicity, and the like, a few people can gain the interest of others in the community and encourage them to attend a discussion seminar/workshop. Fruitful discussion of the topic can only be achieved by people who have been challenged to become involved in their community, and that is done only through person-to-person contacts.

3. The Discussion/Planning Seminar Workshop

- * Begin in the early evenings, either 7:00 or 7:30 p.m., and start the session promptly at 7:05 or 7:35!
- * Limit the session to one and a half to two hours maximum!
- * Keep the group small, with no more than ten participants maximum.

or

- * If you have more than ten, divide into small groups of five to nine people with a group discussion leader ("trained" in advance of the meeting).
- * Briefly introduce the topic, the leaders, and describe the PAK materials.
- * Have a videocassette playback machine and monitor to show part or all of BRANDED.
- * Have an audiocassette playback machine available to play Thoughts and Challenges.
- * If a number of small groups are used, allow time to reconvene larger group to review small group discussions.
- * Summarize/review results of discussion as a step to set the tone for further meetings and/or next steps to be taken to address/resolve the problems of offenders as they return to or remain in our community.

SUMMARY OF THE PAK CONTENTS

In the following pages, brief summaries of each of the four parts of the PAK are presented. This information will help you determine their content and relevance to your information needs. The summaries will also show you how the parts relate to one another.

A. Offenders In and From Our Community: Columbus-Franklin County, Ohio

This paper describes who offenders are; what level of federal, state, or local (city or county) correctional institution they reside in; what human/social services they need; and what needs they themselves perceive as being essential to help them successfully bridge the gap between imprisonment and life in the world.

In addition to the demographic description of offenders who appear at the various levels of the criminal justice system, there is a brief description of those levels. These descriptions are provided to acquaint the reader with the labyrinths of the criminal justice system, the paths, pitfalls, and problems an offender follows in whole or part, and how such travels might effect anyone who by chance or choice may have to make the journey.

B. A System for Delivering Comprehensive Services to Offenders

This document describes the suggested "system" and its variety of component services that will meet the self-perceived

(and other) needs of offenders and help them become productive and self-fulfilled individuals in society once released from incarceration.

The paper describes the types of services needed by offenders, the points in time where such services are needed by individuals, which agencies are currently providing services, and the important considerations in establishing and operating a comprehensive, coordinated, and nonduplicative services delivery system.

The suggestions made are far reaching and high level goal statements of what should be. Achieving such goals will not occur overnight and will not occur without some deliberations, negotiations, and arguments (sometimes perhaps heated). Nevertheless, these goals can be achieved, and based on current statistics about crime and return to crime, they need to be achieved.

C. BRANDED

This thirty-minute videotape was produced by the Employment and Training Administration of the U.S. Department of Labor. Narrated by television actor Mike Farrell (Dr. B. J. Honeycutt on "MASH"), the presentation highlights a description of America's criminal justice system.

Interviews with key staff of successful community-based/CETA programs that serve offenders and comments by Dr. Carl Menninger provide the viewer with a comprehensive, yet brief, overview of the failures, problems, and successes encountered as

a variety of attempts are made to punish and rehabilitate (or habilitate) offenders.

The video program emphasizes that offenders can be served and can successfully become a part of society. These services can readily be provided by various agencies who work together in a cooperative effort. The economic advantage, for offenders and programs alike, of conducting such cooperative and well-planned programs using specially trained counselors and other helpers is emphasized as the real payoff.

D. Thoughts and Challenges

This forty-minute tape presents a series of talks by leading criminal justice authorities concerning the challenge of actively helping incarcerated and released offenders get the education, job training, life-coping skills, and human/social services they so desperately need in order to become contributing and accepted members of society.

These words recorded provide some provocative and stimulating ideas. The ideas challenge the listener to think about the meaning and value of the suggestions made in the PAK paper describing A System for Delivering Comprehensive Services to Offenders. The statements made also encourage the listener to relate the information shown on the videotape, BRANDED, and written in the PAK paper, Offenders In and From Our Community: Columbus-Franklin County, Ohio, to the suggested plan for providing services to offenders.

These resource materials are viewed as a comprehensive package which should enlighten the reader about the nature and seriousness of the problem with ex-offenders. The package should also encourage community leaders to take positive action necessary to begin to address this problem.